

ANNEX EE EVACUATION

I. SITUATION AND ASSUMPTIONS

A. Situation.

1. The evacuation of individuals from locations of likely or imminent danger may result from a wide variety of natural, technological or national security emergencies or disasters.
2. The number of persons requiring evacuation may range from only a few to several thousand, and the length of time an evacuation is in effect may last from a few hours to an indefinite period of time.
3. The necessity for evacuating affected individuals from an area may take place in either the preparedness or the response phase of operations as outlined in the Basic Plan of the state EOP.

B. Assumptions.

1. Primary Assumptions.

- a. Depending on the nature of the emergency, there may be adequate time for an evacuation prior to the occurrence of the event.
- b. Evacuation may require relocating people within a county, to an adjacent county, to another part of the state or to other states.
- c. For local emergencies with advance warning, approximately 50% of the affected population will voluntarily evacuate the area before being ordered to leave.
- d. Evacuees leaving voluntarily will more likely seek shelter with friend or relatives or use hotels rather than public shelter.
- e. Most of the public will act in its own interest and evacuate a dangerous area when advised to do so by authorities.
- f. Some persons will refuse to evacuate.
- g. Transportation assistance may be required to evacuate some individuals or groups. See Annex H (Transportation) and ESF #1 of the National Response Plan.
- h. Opening congregate/mass care facilities to feed and shelter evacuees may be necessary. See Annex F (Reception and Care) and ESF #6

“Mass Care” of the National Response Plan.

2. Specific Assumptions.

a. Medical.

- 1) Deaths and injuries resulting from traveling during evacuation are not substantially greater than those in normal non-emergency conditions.
- 2) Medical services may be needed for people to travel and after they arrive at the shelter location i.e. dialysis machines, respirators, etc. See Annex M (Medical) and ESF #8 “Health and Medical Services” of the National Response Plan.
- 3) Evacuees requiring prescription medications may not be able to get them. Medical requirements must be met even though they may not have their medical records.
- 4) Wheelchairs, crutches and other mobility aids and supplies need to be included in local emergency plans.

b. Transportation/Traffic Control

- 1) Special transportation requirements of the elderly, hospital patients, prisoners, etc. must be in the evacuation plan.
- 2) Law enforcement and emergency service personnel will be required to provide route and traffic control services. See Annex J (Law Enforcement) and ESF #13 “Public Safety and Security” of the National Response Plan.
- 3) Plan evacuation routes and alternative routes prior to a catastrophic event.
- 4) As a result of a catastrophic event, transportation infrastructures such as roadways, bridges, etc. may require inspection or repair before use. See Annex R (Engineering and Public Works) and ESF #3 “Public Works and Engineering” of the National Response Plan.

c. Security.

- 1) Property must be protected against fire, theft, other hazards and wanton destruction for people with businesses, homes and land to evacuate. See Annex K (Fire Services), ESF #4 “Fire Fighting” of the National Response Plan, Annex J (Law Enforcement), and Annex G (Military Support).

- 2) Some people may be required to go back into an evacuated area for a variety of reasons. Local plans should include standards for re-entry to an evacuated area.
- 3) Local plans should include provisions for identifying evacuees, emergency workers, media, etc. by means of badges, colored name cards, armbands or other suitable methods to ensure an expedient and orderly evacuation. These identifying methods will allow those who may be required to remain in, or return to an evacuated area, the ability to accomplish their required mission with minimum interference.

d. Economic.

- 1) The economic impact to an area being evacuated may result in damage to private, community, state or national economies. The degree of damages realized are proportional to the number or persons being evacuated, the length of time the evacuation is in effect, and the reason for the evacuation.
- 2) Various factors determining the degree of economic loss to an affected area may include, but is not limited to, loss of industrial and agricultural productivity, loss of wages to the affected population, property damages, inability to care for livestock and the interruption of transportation networks and resource transmission facilities.

e. Public Information.

- 1) Persons evacuated will require a high degree of public information, especially in the early stages of the evacuation. Responsible officials should be prepared to regularly advise and update the population on the areas of concern for any particular incident.
- 2) Evacuations may be required without warning, and without allowing family units to be united prior to the evacuation. Local plans for the evacuation of a school, hospital, nursing home, etc. should include provisions for the tracking and status of individuals being evacuated. Plans should also include a means for reuniting family groups at the evacuees' destination. The American Red Cross and The Salvation Army relief organizations have plans in place to support this effort.
- 3) When an evacuation is required for an area, the public will require notification of the recommendation or order to leave. The public also needs to know where they will be transported, imminent dangers to their welfare, specific instructions and other items of interest.
- 4) Certain groups, such as those with hearing impairments, language difficulties, physical or mental problems may require that additional measures be taken to ensure they comprehend the messages

concerning the evacuation and take the appropriate measures to best protect themselves.

- 5) If state assistance is required in an evacuation, public information for all state agencies involved will be coordinated as outlined in Annex E (Public Information) of the state EOP. Federal assistance is rendered under the National Response Plan, ESF # 15 "External Affairs."

II. MISSION

To provide for the protection of life/or property by removing endangered persons and property from potential or actual disaster areas to areas of less danger. Appropriate government officials will evaluate the need, as an emergency develops to ensure the proper and timely implementation of evacuation operations.

III. DIRECTION AND CONTROL

- A. The Chief Executive Officer, or designated representatives, of the local jurisdiction will conduct direction and control in accordance with the basic plan of the local and State EOP.
- B. State efforts will be carried out in accordance with the State EOP.
- C. The U.S. Department of Homeland Security will implement appropriate portions of the National Response Plan when a Presidential declaration is made at the request of the Governor.

IV. CONCEPT OF OPERATIONS

- A. Evacuations will be carried out in accordance with the Integrated Emergency Management System (IEMS), concept of operational planning.
- B. The Local Chief Executive Officer or the Governor may order evacuations prior to the event. When an unforeseen incident requires evacuation of the public, the senior law enforcement, fire or EM official can order an evacuation.
- C. Local jurisdictions should identify shelters for the care of evacuees within their counties as cover in Annex F (Reception and Care) and ESF #6 "Mass Care" of the National Response Plan.
- D. Shelters for evacuees from a hazardous materials incident should be located upwind and well beyond the boundary of the evacuation zone. Hazardous materials incidents will be handled in accordance with Annex Q (HAZMAT) and ESF #10 "Oil and Hazardous Materials Response" of the National Response Plan.

- E. Shelters for evacuees from a flood should be located above the established 100-year flood line.
- F. Follow the Basic Plan of the State EOP when coordinating among several agencies is required.
- G. Depending on the extent and severity of the incident requiring evacuation of an area, the state EOC may be fully activated, partially activated, or not activated. Activities may be coordinated from a command post established near the scene.
- H. Evacuated areas should be designated by clearly defined geographical boundaries such as roads, etc.
- I. Officials from adjoining counties will receive requested assistance from the Local EM Coordinator or the KyEM Area Coordinator.
- J. Operational Phases.
 - 1. Preparedness Phase.
 - a. Identify probable or potential areas likely to require evacuation in accordance with the hazard vulnerability analysis.
 - b. Discourage inappropriate development in areas likely to experience flooding, chemical contamination or other hazardous conditions.
 - c. Conduct periodic review and updates of the local hazard vulnerability analysis to identify new or changing threats that could require evacuation of the population.
 - d. Encourage development and maintenance of maps depicting areas that contain hazards that could require evacuation.
 - 1) Industrial and commercial sites for manufacture, storage or use of supplies, materials or agents considered hazardous.
 - 2) Major road systems, railroads and shopping sites where hazardous materials are transported, handles, or stored.
 - 3) Vulnerable facilities containing large groups of people such as schools, industries, and housing centers that may be threatened by a hazardous situation.
 - 4) Flood prone lands and roadways that could require evacuation.
 - 5) Prepare scaled map overlays for rapid assessment of areas threatened with conditions requiring evacuation.

- 6) Identify feasible evacuation routes for the various hazards.
- 7) Prepare hazard specific plans and Standing Operating Procedures (SOP's).
- 8) Plan for the congregate/mass care and security of evacuees and for any special needs groups such as hospitals, rest homes, schools, etc.
- 9) Develop procedures for the movement and care of school children in the event that evacuation is required during school hours. Plans should include notification of parents or guardians of the destination, and procedures for reuniting children with their family.
- 10) Develop public information program to provide residents information concerning the following.
 - a) Reason for possible evacuation.
 - b) Appropriate food, clothing and other necessary items to be taken during evacuation.
 - c) Recommended or mandatory evacuation routes.
 - d) Alternative transportation resources.
 - e) Reception centers.

2. Response Phase.

- a. Designate shelters and travel routes to be used.
- b. Support or order evacuation and provide the public with required information to initiate evacuation.
- c. Alert all agencies and shelter owners involved in evacuation and shelter operations.
- d. Provide traffic control and area security.
- e. Provide necessary public transportation.
- f. Initiate necessary the emergency medical service response.
- g. Arrange for evacuation of affected special needs groups.

3. Recovery Phase.

- a. Alert all agencies and individuals supporting evacuation.
- b. Arrange for the early return of persons needed for essential services or operation, and to reactivate vital businesses.
- c. Designate return routes and provide route control and security.
- d. Provide necessary transportation.
- e. Order the return and provide information to the public on when and how to return to the evacuated area.
- f. Provide public information of recovery and disaster assistance operations.
- g. Establish a disaster application center.
- h. Inspect and repair shelter facilities.
- i. Conduct critique of operations and incorporate any required corrective actions into plans.

V. ADMINISTRATIVE SUPPORT

Administrative Support for the Evacuation Annex will be provided as set forth in the Basic Plan and Annex A (Direction and Control) of the State Emergency Operations Plan, the Basic Plan of the Federal Response Plan, and the local Emergency Operations Plan.

VI. GUIDANCE PUBLICATIONS

- A. Federal Response Plan.
- B. Evacuation Risks, U. S. Environmental Protection Agency. EPS-520/6-74-002.
- C. Earthquake Hazard Mitigation of Transportation Facilities in Western Kentucky, KY Transportation Center, College of Engineering, University of Kentucky reports KTC-89-1 to KTC-89-29.
- D. Evacuation, An Assessment of Planning and Research, FEMA RR-9/November 1987.
- E. Transportation Planning Guidelines for Evacuation of Large Populations, FEMA CPG 2-15/September 1984.
- F. Evacuation in Emergencies: An Annotated Guide to Research, FEMA RR-8/October 1987.

- G. Evacuation: An Assessment of Planning and Research, FEMA RR-9/November 1987.

VII. APPENDICES

- A. EE-1 CSEPP Evacuation

APPENDIX EE-1
CHEMICAL STOCKPILE EMERGENCY PREPAREDNESS PROGRAM
(CSEPP)

EVACUATION

I. PURPOSE

The purpose of this appendix to Annex EE is to provide the basis for understanding one of the two protective actions, Evacuation, should there be a release of toxic chemicals at the Blue Grass Army Depot (BGAD) in Richmond, Madison County.

II. SITUATION

Various chemical warfare agents are stored at BGAD in several munition configurations, and in a one-ton container. Should there be an accidental release of these agents, it would be necessary to take measures to protect the population of the surrounding area. One of the options chosen as effective is that of evacuation.

III. EMERGENCY CLASSIFICATION LEVELS (ECLs)

A. Emergency Classification Levels at BGAD are of **five** (5) types: **Routine**, Non-Surety, Limited Area, Post-Only, and Community Emergency.

1. **The Routine ECL: Events that are either non-confirmed or confirmed agent releases (leaker) inside approved chemical storage. The predicted chemical agent no-effect dosage, if any, is expected to be confirmed. Also, included are non-chemical related events that do not constitute an emergency and would normally not be perceived as an emergency but may be of general public interest.**
2. The Non-Surety ECL: No incident take place that involves Chemical Warfare (CW) weapons or ammunition. This may involve some other incident that takes place at BGAD and which may arouse the interest of the general public, but poses no threat to the community off-post. Evacuation is not required.
3. The Limited Area ECL: An incident is likely to occur, or has occurred, which may involve an actual or potential degradation of safety on-site, that is, in the chemical containment area. No consequences are expected beyond the chemical storage area. Evacuation is not required.
4. The Post Only ECL: An incident is likely to occur, or has occurred, which involves an actual or potential degradation of on-post safety systems. A release of CW agents(s) is not anticipated to have an effect beyond the boundary of the Depot. A precautionary evacuation may be recommended.
5. The Community Emergency ECL: An incident is likely or has occurred involving a major decrease in on-post safety levels. A release will present a danger to the off-post community. Evacuation of those zones which have

been determined to be at risk will be the Protective Action Recommendation (PAR), time permitting.

IV. PROTECTIVE ACTION OPTIONS

- A. There are two protective action options: evacuation and/or shelter-in-place protection. Evacuation consists of removing individuals from an area of potential or actual hazard to a safe area. For CSEPP, it is the most effective of all protective action options provided it is completed before the arrival of the toxic plume. Evacuation may be precautionary or responsive in nature. Precautionary evacuation is desirable because it occurs before the population is at high risk. A responsive evacuation, in contrast, occurs after a release and could expose some or all of the evacuees to the hazard. Shelter-in-place protection, by definition, means remaining in one location.
- B. These protective action options are implemented by zones at risk within eight (8) downwind scenarios, using a plume path or “track” of 90 degrees. This 90 Degree plume provides a liberal safety factor based on scientific downwind modeling performed at BGAD which indicates a 40 degree maximum plume dispersion. Additional degrees were added by planners to provide maximum protection to the population.
- C. Zones at risk from a downwind hazard will implement the protective action which is determined for that area. The zones have been designated as 1A through 1D, 2A through 2E, and 3A through 3D. Zones 1 and 2 comprise the Immediate Response Zone (IRZ), and Zone 3 is the Protective Action Zone (PAZ) portion of Madison County. Although protective action recommendations may be for 1 or more sub zones in zone 1, if any portion of zone 1 performs a protective action, all of zone 1 will implement that protective action.

V. PROTECTIVE ACTION RECOMMENDATIONS

- A. Officials at the BGAD EOC will monitor and assess incidents at all ECLs and will provide information to KyEM at the State EOC, and officials at Madison County’s EMA Office. Madison EMA will inform the County EOC Policy Group, which is composed of the county Judge-Executive, the Mayors of Richmond and Berea, and other county officials, including the Madison County CSEPP Planner/analyst. Protective actions could be recommended as a precautionary measure at the Post-Only ECL, or could be recommended at the Community Emergency ECL.
- B. The EOC Policy Group in Madison County has the duty and responsibility to analyze the situation at each ECL and make the decision as to compliance with the PAR as recommended by BGAD. It is important to note that major scenarios will be worked out in advance so that the protective action recommendation option may be implemented quickly, by use of a default scenario as closely matching the incident as possible.

- C. The PAR is also analyzed at the State EOC by KyEM. It may be necessary at the Post-Only ECL, depending on the PAR received from BGAD, to partially or fully activate both the Madison and State EOCs. The State EOC communicates the progress of the incident and PARs to the PAZ and host counties, first via their 24-hour warning points, then later to their EOCs. A continual flow of information to all EOCs involved is essential to timely and effective implementation of PARs.